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**PRELIMINARY  
REGIONAL OCEAN  
COASTLINE PLAN**

**ASSOCIATION OF BAY AREA GOVERNMENTS  
CLAREMONT HOTEL  
BERKELEY, CALIFORNIA 94705**

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# 1 THE PLAN

## WHY A PLAN?

The coastal area is a set of distinct and delicate ecological systems. Most of these systems cannot tolerate heavy use by people. Ironically, the very attractions of the coast generate the threat of their loss. This threat has sparked a growing regional desire for firmer permanent conservation of the coast's natural and scenic resources. The conviction is that rational development can be accommodated in appropriate areas.

Present development of the coastal area seems necessary to some people and systematically

destructive to others. However, it is clear that coastal development is the result of an involved series of public and private decisions occurring in an uncoordinated and piecemeal way. There is no coherent planning and management system for the coast. Proposals for use of the coast need to be reviewed keeping in mind the full range of interests and demands. Consistent and coordinated decisions are needed about the future of the coast.

This Plan reflects a view that the Ocean Coastline is not ordinary real estate, for sale to the highest bidder. Instead, it is an irreplaceable

resource serving important human needs. Although it is linear and lengthy, it should be viewed as a whole. At the same time, planning for it cannot be separated from planning for inland areas and from the rest of the Bay Region.

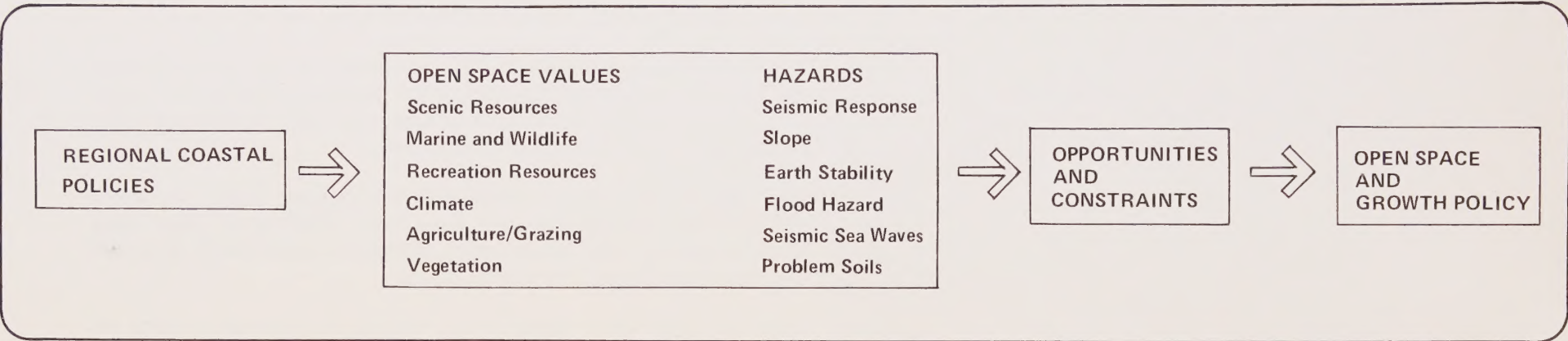
These findings suggest that decisions regarding this resource cannot be made solely by counties, cities and special districts. Although each governmental level has important contributions to make to a comprehensive planning process, some form of "area-wide perspective" is imperative.

## BASIS FOR THE PLAN

Issues of regional concern and environmental finding form the Regional Coastal Policies. These Policies should generally guide conservation and development decisions about the coast. The Policies were presented at public meetings of ABAG's Ocean Coast-

line Planning Committee and to its Citizens and Technical Advisory Committees. Comments from these groups were incorporated in revisions, and the Policies were rewritten forming the basis of the Plan. The Policies led to a series of maps showing various open space values and environmental hazards to public safety.

This information was compiled in a series of Conservation and Development Opportunities and Constraints maps. From these, only the highest open space values and most severe environmental hazards to public safety were selected for inclusion in the Open Space Policy areas.

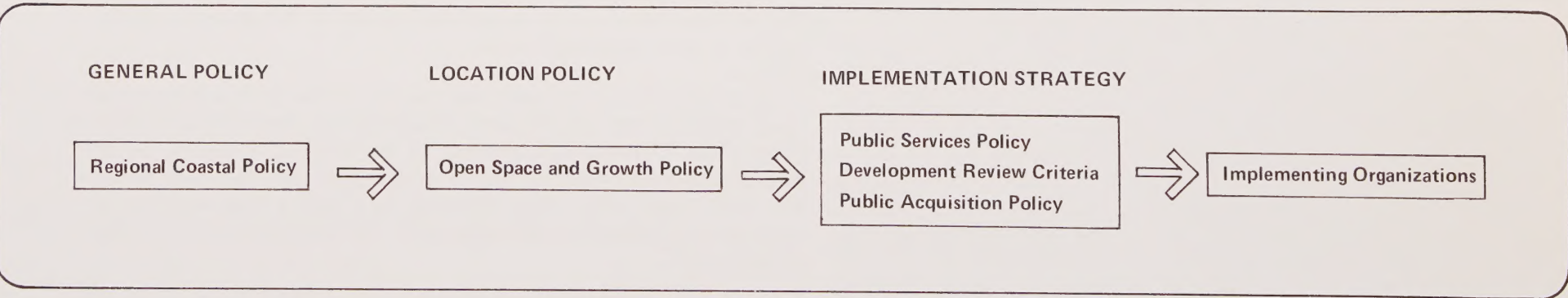


## PLAN COMPONENTS

The Plan contains Regional Coastal Policies which promote overall goals on conservation, environmental quality, open space, development and urbanization, and the use of resources. These Policies are translated into maps which show how the Policies affect each location. Open Space and Growth Policies are based on the capabilities of the coastal area to

accomodate development with minimum environmental damage. Implementation policies and strategies include: 1) control over public improvement actions such as new roads or water supplies which affect land values and serve as catalysts for private development; 2) regulation of use and development of coastal land and water areas; and 3) public acquisition and management of key areas.

Of course, coastal cities, counties and special districts can begin to implement this Plan. Yet, there is a need for additional powers to assure decisions that are coordinated and consistent. Recommendations regarding such powers are found in the Plan, and will be the subject of further study in Phase 3 of ABAG's Ocean Coastline Planning Program.

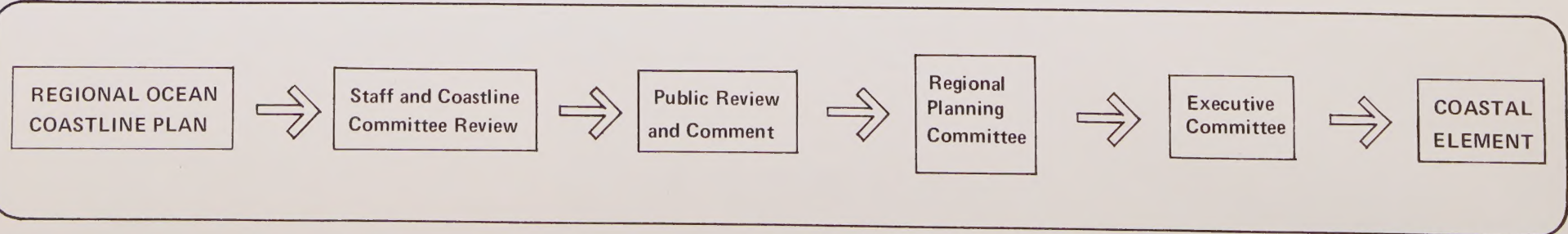


## REVIEW AND ADOPTION

Along with its Citizen and Technical Advisory Committees, the Ocean Coastline Planning Committee and staff of the Association of Bay Area Governments are reviewing this Plan. These groups are asking for response to

the Plan's recommendations, so that changes, if necessary, may be made before final ABAG approval of the Plan. As indicated in the diagram, once the Plan is approved by the Regional Planning and Executive Committees, it becomes the Coastal Element of the Regional Plan for the San Francisco Bay

Region. This allows some proposals to be put into effect immediately. However, some of the important features of the Plan, including implementation methods and review criteria, require additional study to assure the Plan becomes a reality.



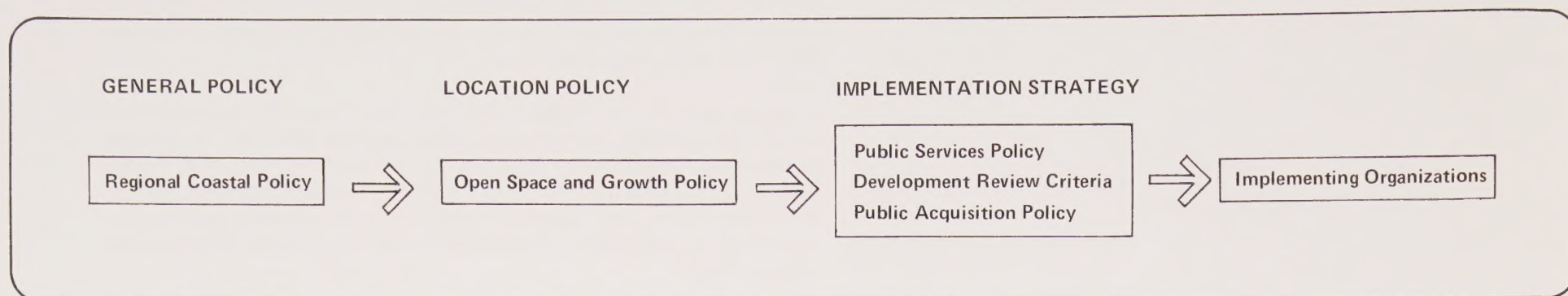


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# 2 COASTAL POLICIES

IT IS IN THE REGIONAL INTEREST TO ENSURE CONSERVATION AND ENHANCEMENT OF THE UNIQUE RESOURCES OF THE COASTAL AREA FOR USE AND ENJOYMENT BY PRESENT AND FUTURE GENERATIONS. Misuse, excessive use, waste, and the loss of quality of any coastal resource must be avoided. Regional Coastal Policies are proposed in five basic areas: conservation, environmental quality, open space, urbanization and development, and the use of resources.

## OPEN SPACE

Identification of primary resources to be saved and protected is only the initial step. It must be followed by the implementation of policies to protect the coast's environmental quality.

Any activity or development may have, at the same time, both positive and negative effects on the quality of the environment. Therefore, significant environmental impacts must be considered in planning and development of the coast. No use of any coastal resource should be allowed to diminish the quality of the coastal environment. Policies must consider location of land uses, urban settlements and density patterns. No major change of the coastal landscape should be allowed unless overwhelming public benefit and public need can be shown.

## URBANIZATION AND DEVELOPMENT

A major concern is the impact of urban development on the coast. Areas of high open space value should not be reduced simply because they happen to occur in or near a growth area. Areas for development should be reserved for uses that both require a coastal site and maximize benefits arising from such a site. A strong coastal relationship must be shown in choosing the design and site of developments in the coastal area. These development policies must be applied equally to public and private development.

## USE OF RESOURCES

Resources considered in the Plan include all natural assets to be used to benefit the region — its residents, neighbors, and visitors.

How the region uses its resources determines the kind and quality of benefits to be derived. If resources are wasted or degraded, present and future generations unjustifiably will be denied a part of natural heritage. Whether people build, farm, extract, fish, swim or just take a walk through the coastal area, they must respect the coastal setting and conserve its resources.

## CONSERVATION

Conservation policies identify resources critical to the coastal environment, and suggest what needs to be done to preserve this environment. Limited coastal resources must be conserved and protected to the maximum extent possible, so that the region may continue to realize the substantial economic, social, and environmental benefits of the coast. This implies the need for planned management to prevent exploitation, neglect, or elimination.

## ENVIRONMENTAL QUALITY

The major public benefits of the coastal area come from its open character, its scenic beauty, and agricultural and recreational uses. Open space - area generally free from structural development - serves many purposes. For instance, it may serve as a wildlife habitat, a watershed, space for agricultural and recreational activities, a way to separate and give identity to urban places, and as a place for aesthetic experiences. Open space also enhances one of the Bay Area's most important attributes, that of environmental diversity. It improves the level of public health. Therefore, one of the basic and essential Regional Coastal Policies should be to keep coastal areas of high open space value and areas containing severe hazards to public safety in appropriate open space uses.



# 3 IMPLEMENTATION

## IMPLEMENTATION

Four strategies to make the Plan a reality are combined into a mutually supportive implementation approach:

1. Establish specific Growth and Non-Growth Areas.
2. Direct development away from Non-Growth Areas, areas of high open space value, and areas of severe hazard to public safety. Establish Public Service Policies which specify maximum allowable levels of transportation accessibility and availability of their public service.
3. Use regional powers to regulate land use, landscape alteration, and land development, in association with other levels of government.
4. Acquire for the public key areas, which are recommended for exclusive public recreation or open space use, and for which reliance solely on regulation is inappropriate or infeasible.

## OPEN SPACE AND GROWTH

These policies are shown in map form and summarized briefly on the reverse side. These locational policies serve two purposes:

- 1) to provide the basis for overall land use regulation; and 2) to assist in review and regulation of public and private developments and facilities. These growth and open space designations should provide a central basis for coastal area planning and development review.

## PUBLIC SERVICES

Control over levels of public service in the coastal area will reinforce Open Space and Growth Policies. Public Service Policies are divided into two categories: 1) coastal trans-

portation and accessibility; and 2) availability of public water supply and sanitary sewer services. The policies specify the allowable levels of service to be permitted consistent with the Open Space and Growth Policies. These policies provide the basis for review of proposed developments for regional impact and conformity with the Regional Plan.

## ACCESSIBILITY

Areas of allowable high, medium and low levels of accessibility are shown on the map on the left. These are the sums of all types of vehicular transportation of persons within and to the mapped coastal area. Existing levels of accessibility are acknowledged as they occur; there is no recommendation to reduce them.

## WATER AND SEWER

Because certain increases in accessibility are allowed to better serve public uses of the coastal area, capacity limitations on water supply and sewer services are also needed. Three levels of service are indicated: unrestricted, restricted, and severely restricted. Shown on the map at the right are areas within which increases in service capacity and expansion of service areas would be permissible. No policy is intended to place an upper limit on: 1) the quality of water delivered by public water systems; 2) the quality of effluent from sewage treatment facilities; or 3) the overall quality of service of any public utility or service district.

## INSTITUTIONAL CHANGES

An agency with area-wide perspective should be given authority to implement a Regional Ocean Coastline Plan, probably jointly with local government. Adequate power is needed so that areas of high open space value to the region will be saved, areas of severe hazard to public safety kept from development, and development confined to specified growth areas. In the areas designated for coastal-dependent activities, the agencies carrying out the plan should be able to ensure that only such activities are permitted. When regulatory application is not legally, politically or otherwise feasible, the agency should have power to acquire key land and water areas in furtherance of the Plan. Thus, whatever agencies are given responsibility for implementing the Plan must also be given powers of regulation and acquisition that match the task.

## REGULATION

For the Plan to be a reality will require reliance on regulation of land use and development. This power, to be shared with local government, should involve only the minimum regulation necessary to protect regional interests in the coastal area. Local governments should retain the option to impose more stringent regulation, and for certain aspects should exercise paramount or even total control. The area-wide agency must assist in regulating development through full use of existing, or expanded, federal and State project notification and review systems. These require that all significant projects be reviewed both for environmental impact and conformity to adopted regional plans.

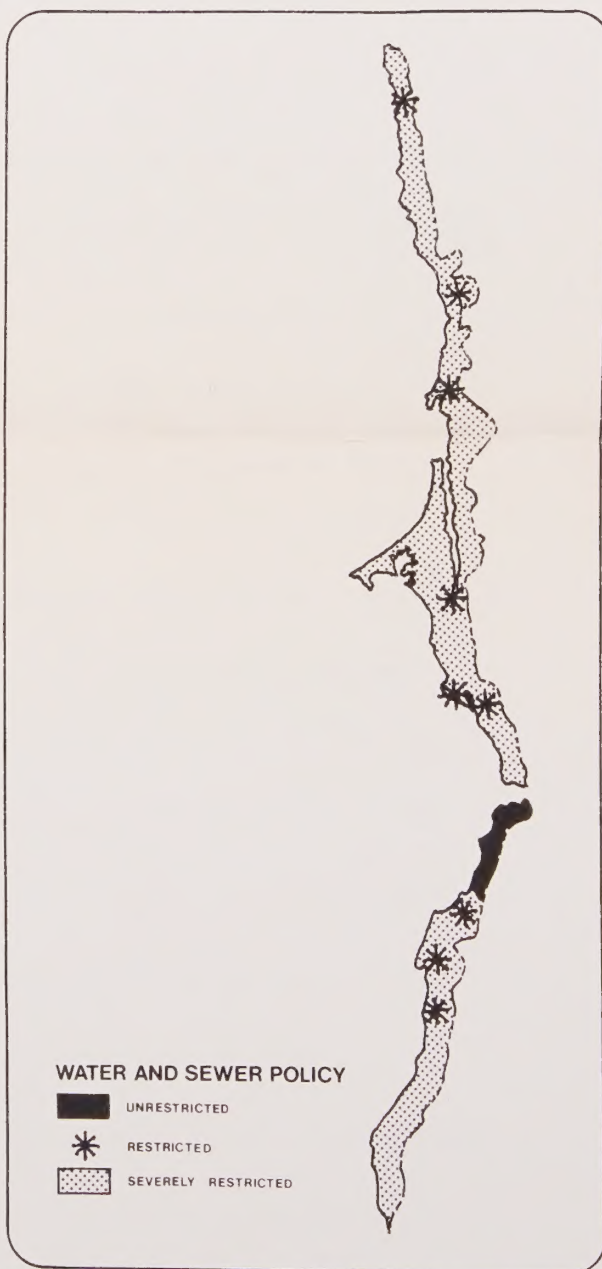
### Primary Review Area

The regional coastal agency should share responsibility with local governments, other regional agencies, and the State, to assure that: 1) proposed developments actually require coastal locations; 2) land alteration, construction, or activities related to the

proposed development cause minimum adverse environmental impacts; 3) land alteration and the siting and design of structures respect both the scenic attributes of the coastal area and the need for public access to the shoreline; and 4) proposed development is consistent with policies established in this Plan. The regional coastal agency should consider adoption of the Open Space and Growth Policy areas to be the forerunner of region-scale land use regulation for the coastal area. Mandatory review and permit powers should be exercised over all development proposed for non-growth areas. Within growth areas, mandatory review should also be required if development may have an impact on coastal areas of high open space value or if shoreline frontage is involved.

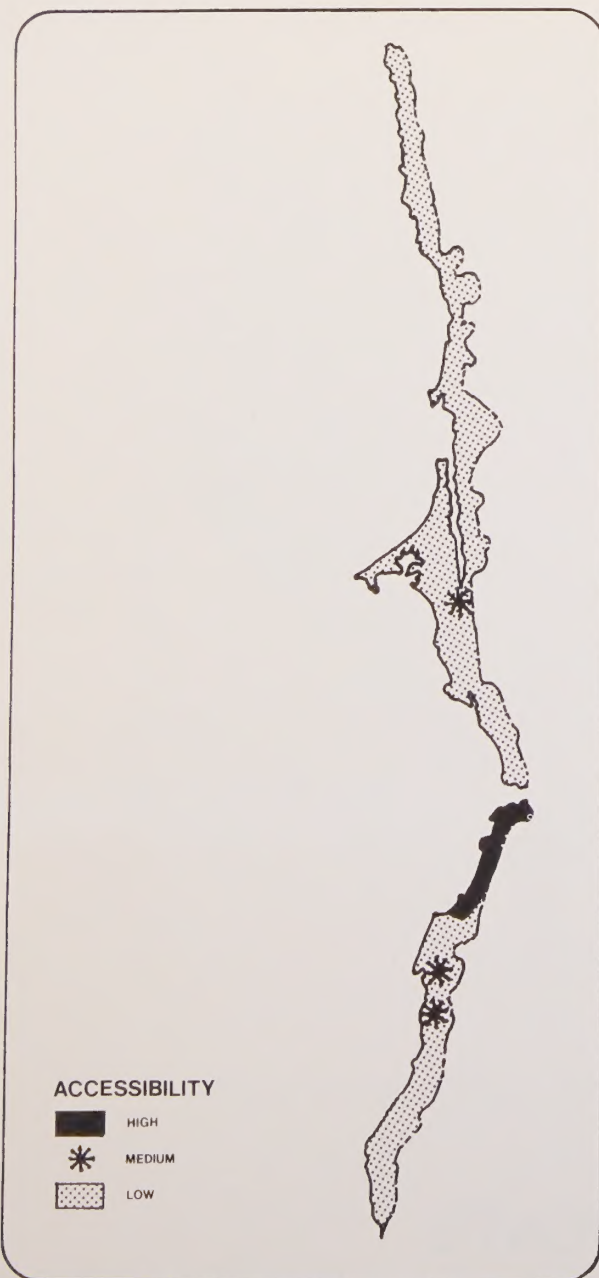
### Secondary Review Area

The responsibility of the regional coastal agency should be limited to review and regulation of activities which could adversely affect the environment of the coast. All other responsibility would remain with local government.

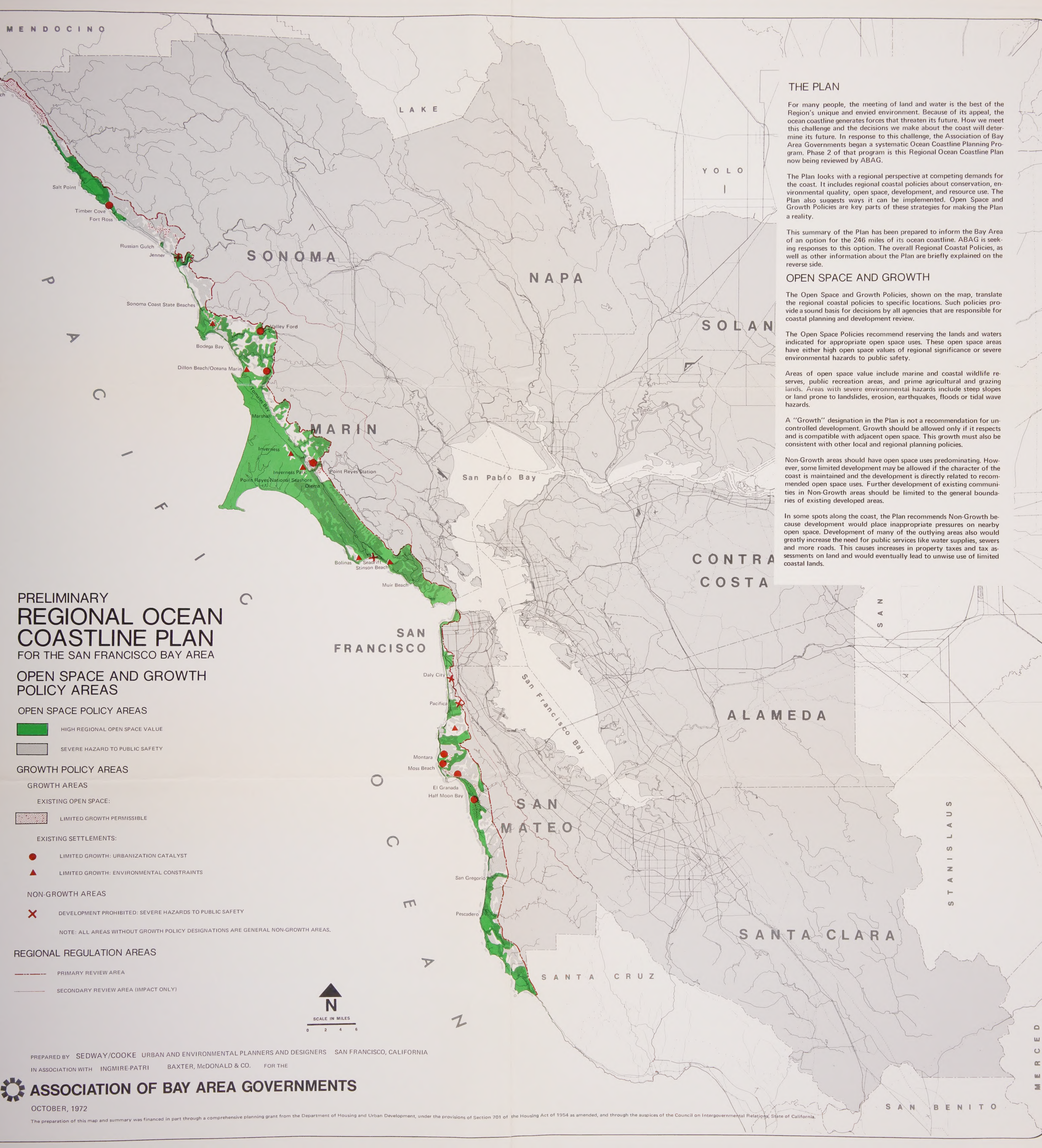


## ACQUISITION

While the principal means of implementation of the Plan will be regulation, the regional coastal agency also must be able to acquire key coastal parcels. These areas could be maintained by the agency itself or transferred to other public agencies for maintenance in appropriate open space uses. Moreover, the use of options, requirements for notification of sale, acquisition and lease-back, acquisition of less-than-fee interests, and modification of assessment and taxation policies all should be used in implementing the Regional Ocean Coastline Plan.







PRELIMINARY  
REGIONAL OCEAN  
COASTLINE PLAN  
FOR THE SAN FRANCISCO BAY AREA

OPEN SPACE AND GROWTH  
POLICY AREAS

OPEN SPACE POLICY AREAS

- HIGH REGIONAL OPEN SPACE VALUE
- SEVERE HAZARD TO PUBLIC SAFETY

GROWTH POLICY AREAS

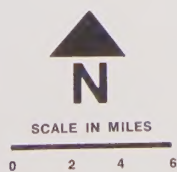
- GROWTH AREAS
- EXISTING OPEN SPACE:
- LIMITED GROWTH PERMISSIBLE
- EXISTING SETTLEMENTS:
- LIMITED GROWTH: URBANIZATION CATALYST
  - LIMITED GROWTH: ENVIRONMENTAL CONSTRAINTS

- NON-GROWTH AREAS
- DEVELOPMENT PROHIBITED: SEVERE HAZARDS TO PUBLIC SAFETY

NOTE: ALL AREAS WITHOUT GROWTH POLICY DESIGNATIONS ARE GENERAL NON-GROWTH AREAS.

REGIONAL REGULATION AREAS

- PRIMARY REVIEW AREA
- SECONDARY REVIEW AREA (IMPACT ONLY)



PREPARED BY SEDWAY/COOKE URBAN AND ENVIRONMENTAL PLANNERS AND DESIGNERS SAN FRANCISCO, CALIFORNIA  
IN ASSOCIATION WITH INGMIRE-PATRI BAXTER, McDONALD & CO. FOR THE

ASSOCIATION OF BAY AREA GOVERNMENTS

OCTOBER, 1972

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THE PLAN

For many people, the meeting of land and water is the best of the Region's unique and envied environment. Because of its appeal, the ocean coastline generates forces that threaten its future. How we meet this challenge and the decisions we make about the coast will determine its future. In response to this challenge, the Association of Bay Area Governments began a systematic Ocean Coastline Planning Program. Phase 2 of that program is this Regional Ocean Coastline Plan now being reviewed by ABAG.

The Plan looks with a regional perspective at competing demands for the coast. It includes regional coastal policies about conservation, environmental quality, open space, development, and resource use. The Plan also suggests ways it can be implemented. Open Space and Growth Policies are key parts of these strategies for making the Plan a reality.

This summary of the Plan has been prepared to inform the Bay Area of an option for the 246 miles of its ocean coastline. ABAG is seeking responses to this option. The overall Regional Coastal Policies, as well as other information about the Plan are briefly explained on the reverse side.

OPEN SPACE AND GROWTH

The Open Space and Growth Policies, shown on the map, translate the regional coastal policies to specific locations. Such policies provide a sound basis for decisions by all agencies that are responsible for coastal planning and development review.

The Open Space Policies recommend reserving the lands and waters indicated for appropriate open space uses. These open space areas have either high open space values of regional significance or severe environmental hazards to public safety.

Areas of open space value include marine and coastal wildlife reserves, public recreation areas, and prime agricultural and grazing lands. Areas with severe environmental hazards include steep slopes or land prone to landslides, erosion, earthquakes, floods or tidal wave hazards.

A "Growth" designation in the Plan is not a recommendation for uncontrolled development. Growth should be allowed only if it respects and is compatible with adjacent open space. This growth must also be consistent with other local and regional planning policies.

Non-Growth areas should have open space uses predominating. However, some limited development may be allowed if the character of the coast is maintained and the development is directly related to recommended open space uses. Further development of existing communities in Non-Growth areas should be limited to the general boundaries of existing developed areas.

In some spots along the coast, the Plan recommends Non-Growth because development would place inappropriate pressures on nearby open space. Development of many of the outlying areas also would greatly increase the need for public services like water supplies, sewers and more roads. This causes increases in property taxes and tax assessments on land and would eventually lead to unwise use of limited coastal lands.